QUEEN ALEXANDRA HOSPITAL

PORTSMOUTH CITY COUNCIL PLANNING STATEMENT

CONSTRUCTION OF FOUR STOREY MULTI-STOREY CAR PARK WITH ELEVATED LINK BRIDGE FOR BENEFIT OF HOSPITAL AND ASSOCIATED LANDSCAPING

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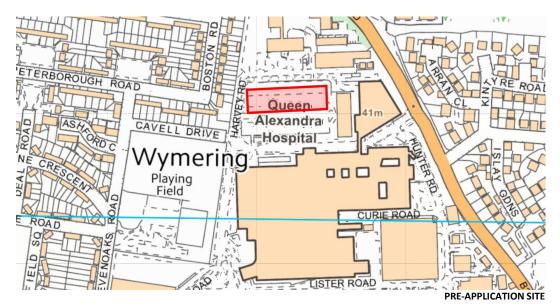
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1.0 INTRODUCTION

1.1 This statement accompanies an application for full planning permission from Portsmouth City Council. It concerns the below development at Queen Alexandra Hospital in north Portsmouth:

"Construction of four storey multi-storey car park with elevated link bridge for benefit of hospital and associated landscaping."

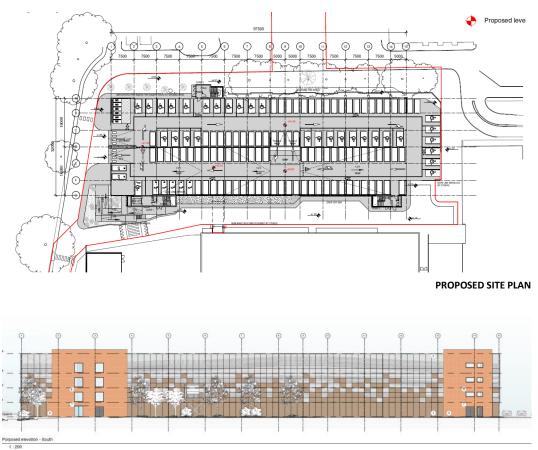
- 1.2 This application follows detailed and constructive pre-application discussions held between the application and the Local Planning Authority (LPA) in late 2020 and early 2021. These positive discussions have helped develop the scheme for which planning permission is now sought.
- 1.3 The application site contains a large hospital which has been established on site for over 100 years. A major redevelopment of the site occurred in the last 15 years, following the grant of planning permission in 2006.
- 1.4 The areas of works relate to an existing surface car park located to the north of the main hospital building. This car park contains 294 parking spaces available to the public.





AERIAL VIEW OF NORTH CAR PARK

- 1.5 Planning permission was granted by the LPA for the erection of a new detached ward block in a southern portion of this car park in December 2020, and works are set to commence imminently. This reduces the number of parking spaces publicly available in the north car park from 294 to 195 (during construction) and 173 (once completed). To accommodate this shortfall, the applicant has agreed to reorganise staff/public parking provision at the hospital site.
- 1.6 This planning application seeks to optimise development potential for the remainder of the north car park site; accordingly, a four-storey multi-storey car park (MSCP) is proposed to provide additional car parking space for the many visitors to the hospital and to compensate for parking spaces lost through other developments taking place at the site. This will increase the public parking provision at the north car park from 294 spaces to 541 car parking spaces.



PROPOSED SOUTHERN ELEVATION

- 1.7 This Planning Statement adopts the following structure:
 - Section 2 describes the site and surrounding area.
 - Section 3 outlines the relevant planning history for the site.
 - Section 4 describes proposed development in detail.
 - Section 5 outlines the pre-application discussions which have taken place to date.
 - Section 6 sets out the planning policy framework relevant to this proposal.
 - Section 7 provides a detailed appraisal of the scheme against relevant planning policies.
 - Finally, Section 8 provides a summary and conclusions.

- 1.8 This Planning Statement should be read in conjunction with the following information:
 - Existing and Proposed Drawing Package, prepared by Ballast Nedam Parking
 - Framework Transport Strategy V3.1, prepared by Mode
 - Transport Assessment V4.1, prepared by Mode
 - Drainage Strategy, prepared by Stripe Consulting
 - Floor Risk Assessment, prepared by Stripe Consulting
 - Desk Study and Preliminary Risk Assessment, prepared by Structural Soils Ltd
 - Proposed Landscape Plan, prepared by Terrafirma
 - Arboricultural Survey, prepared by Arbtech (Impact Assessment to follow)
 - Air Quality Report, prepared by AER (detailed results to follow)
 - Design and Access Statement, prepared by Stripe Consulting
 - Proposed Lighting Design, prepared by Stripe Consulting
 - Noise Impact Assessment, prepared by EAS Limited
 - Construction Phase Plan, prepared by Ballast Nedam Parking
 - Statement of Community Involvement, prepared by the applicant.
 - CIL Form, signed and dated.
 - Application Form, signed and dated.
 - CGI Renders

2.0 DESCRIPTION OF THE SITE AND SURROUNDING AREA

QUEEN ALEXANDRA HOSPITAL

- 2.1 Pre-application advice is welcomed in respect of a site at Queen Alexandra Hospital (QAH).
- 2.2 The large hospital is located in North Portsmouth, in the area of Cosham. It was originally founded in 1909 and was substantially redeveloped between 2006 and 2009 where a new eight-storey hospital building of 79,000sqm was delivered with associated car parking and landscaping. They now employ over 7,200 staff and 1,200 beds.
- 2.3 Some images below show aerial views of the eight-storey hospital building being constructed and also a current aerial image.



HOSPITAL LOCATION



AUGUST 2006 AERIAL VIEW



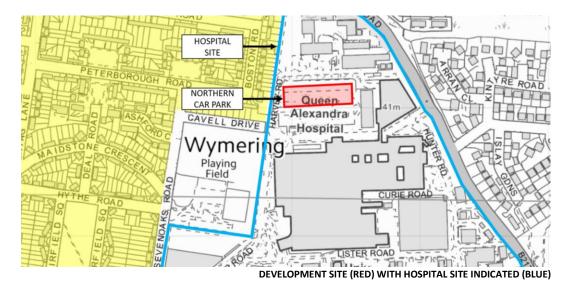
2019 AERIAL VIEW

PLANNING APPLICATION SITE

2.4 The pre-application site relates to a surface car park to the north of the hospital site used by patients and visitors. In the major redevelopment scheme approved in the last decade, this approved a car park for 294 spaces. The provision of these spaces remains as per the approved

development, with an additional 6 motorcycle parking spaces added. The breakdown of spaces is as follows:

EXISTING PARKING IN NORTH CAR PARK		
Standard	263	
Blue Badge Parking	31	
TOTAL CAR PARKING	294	
Motorcycle	6	





NORTHERN CAR PARK



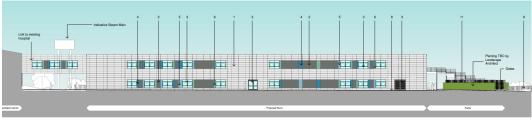
VIEW OF CAR PARK FROM SOUTH-WEST CORNER

2.5 There is a small amount of landscaping sitting between the car parking spaces. The proposed area of works comprises the northern most two thirds of the site.

- 2.6 In December 2020, the applicant secured planning permission (ref: 20/01256/FUL) for the construction of a two-storey 72-bed hospital ward building occupying the southern part of the car park site. This planning permission reduced the parking provision on site from 294 to 173.
- 2.7 Works are due to commence on this project imminently.



APPROVED SITE PLAN (WARD EXTENSION)



roposed Front Elevation with Ramp

APPROVED ELEVATION (WARD EXTENSION)

SURROUNDING AREA

2.8 The pre-application site is located along the western boundary of the large hospital site. To the west of the site is a tree lined street on Pasteur Road. There is a playing field, courts and playground to the west, with semi-detached housing further north to the west of the northern car park.



WIDER SITE CONTEXT

3.0 PLANNING HISTORY

- 3.1 The hospital was established in 1909, so understandably has a varied and extensive planning history as a result. There are 108 individual planning applications as a result. The areas of work which form part of this application affect a newer part of the QA Hospital. This area of the hospital was approved in April 2004 and constructed between 2006 and 2009.
- 3.2 There are just two notable recent planning applications which are of relevance to these development proposals.

APP REF	DESCRIPTION	DECISION	DATE	NOTES	
A*36713/ AC	Construction of up to eight storey hospital building (up to 79,000 sqm floorspace), and associated car parking with new access from Southampton road (application for approval of reserved matters of siting and design of buildings and landscape pursuant to outline permission ref. a*36713/ac)	Granted	01.04.2004	Extension erected between 2006 and 2009.	
20/01256 /FUL	Construction of 72 bed, two storey hospital ward with enclosed link to rehabilitation centre and access ramp, to include reconfiguration of car park, service yard and associated landscaping	Granted	11.12.2020	020 Ward development due to be erected.	



2009 AERIAL VIEW WITH MAJOR EXTENSION IN FOREGROUND

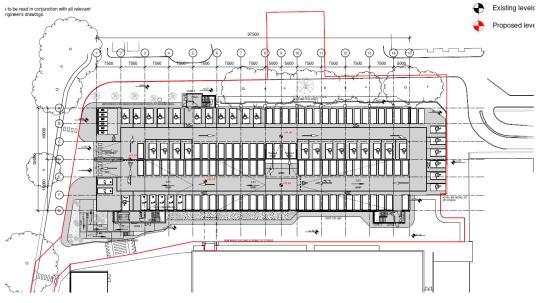
4.0 THE PROPOSED DEVELOPMENT

NEW MULTI-STOREY CAR PARK

- 4.1 The northern car park comprises a surface car park for 263 standard spaces (plus 31 blue badge spaces and 6 motorcycle spaces) used by patients and visitors. This was delivered and enhanced with additional landscaping as part of the 2004 approved major development.
- 4.2 It is proposed to erect a four-storey multi-storey car park (MSCP) to the northern portion of this car park to be used by visitors. This will be enclosed at levels 0-2 and open at level 3. Three stair cores are included, with one lift core. A design has been developed by established MSCP designers Ballast Nedam which form part of this application.
- 4.3 In total, the revised provision of parking is as follows:

NORTH CAR PARK FIGURES		
	Existing	Proposed
Standard	263	503
Blue Badge Parking	31	30
Electric Vehicle	0	7
Blue Badge Electric Vehicle	0	1
TOTAL CAR PARKING	294	541
Motorcycle	6	6

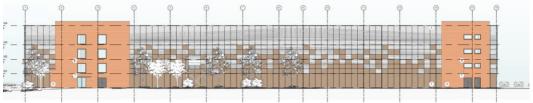
4.4 There will be between 129 and 140 parking spaces per floor. Excluding motorcycle parking, publicly accessible car parking provision will increase from 294 spaces to 541 spaces, an increase of 247 car parking spaces compared to what is existing today.



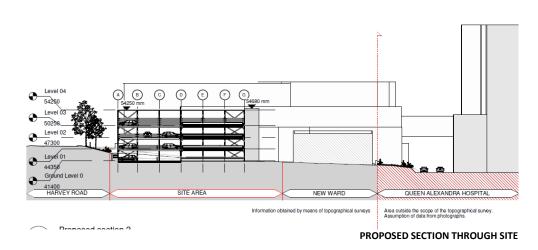
PROPOSED SITE PLAN

- 4.5 A new vehicular access/egress point will be created from the west onto Harvey Road.
- 4.6 A redeveloped access road, drop off point and landscaping will be created to the south of the MSCP to enhance movement and support desired routes within the hospital site.

- 4.7 New tree planting is proposed around the MSCP to minimise the visual impact of the proposals and to compensate for the tree loss occurring because of the development.
- 4.8 At an elevated level 1, a new link bridge is proposed to link the car park with the recently granted Ward development. This will help improve access to and from the MSCP, while also complying with fire regulations.
- 4.9 Externally, the building will be clad in a variety of materials to help link with the architecture of the main hospital buildings:
 - The cores will be finished in a cladding in a terracotta colour.
 - The main elevations of the car park will be finished in a mix of anodised aluminium and aluminium wood-alike panels fixed to a metal frame. Full details of cladding finishes are shown on the proposed elevation drawings.



PROPOSED SOUTH ELEVATION



4.10 This proposal will create a vastly improved development with improved appearance and efficiencies across the site while reducing traffic pressures on surrounding street network and existing car parks through improved traffic flow in and out of the hospital site.

5.0 PRE-APPLICATION DISCUSSIONS

5.1 Prior to the submission of this planning application, formal pre-application advice was sought from the LPA in respect of the redevelopment of the north car park to develop an MSCP.

PRE-APPLICATION SUBMISSION 1

- 5.2 A formal pre-application advice request was submitted to the LPA on 23rd October 2020 in respect of developing the north car park to erect a four storey MSCP.
- 5.3 A meeting was held virtually with the following officers on 10th November 2020:
 - Rebecca Altman (Principal Planning Officer)
 - Summer Sharpe (Planning Officer)
 - Peter Hayward (Highways Officer)
- 5.4 In summary, the advice was encouraging, with the principle of enhancing hospital facilities encouraged. The scale of development was also considered acceptable.
- 5.5 Peter Hayward raised concern with the principle of providing increased car parking facilities for the public without more justification.
- 5.6 Written advice was received on 19th November 2020. The internal meeting minutes of this meeting and formal advice note from Portsmouth City Council are included in Appendix 1 of this report.

FOLLOW UP HIGHWAYS MEETING

- 5.7 As highways concerns remained a concern for officers, the applicant's transport consultant developed more detailed arguments to support the MSCP proposals to gauge a response from the LPA in respect of the development.
- 5.8 A follow up virtual meeting was held with Ms. Altman and Ms. Hayward on 28th January 2021. At this meeting, the wider hospital plans and impact to parking were presented to give officers an overview of the parking implications caused by other developments which would be compensated through the MSCP development.
- 5.9 At this meeting, it was suggested that temporary oversupply of car parking on site was no longer a concern, which was welcomed.
- 5.10 The Highways Officer remained concerned with the proposed increase in overall public parking supply, however it was acknowledged that maximum public parking is currently uncontrolled at the site. Introducing a maximum public parking control by way of condition could be a planning benefit which could mitigate concerns relating to the uplift in public parking provision.
- 5.11 Internal meeting minutes of this meeting and follow up email correspondence from the LPA is included in Appendix 2 of this report.

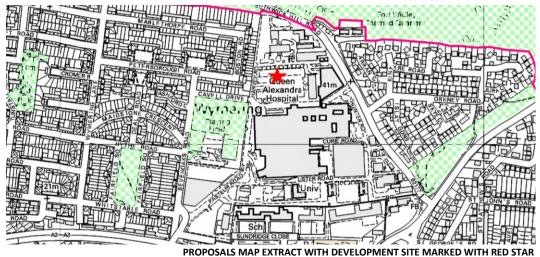
6.0 PLANNING POLICY FRAMEWORK

NATIONAL GUIDANCE

- 6.1 Central Government guidance is contained in the National Planning Policy Framework (NPPF), which was published in February 2019. The NPPF reinforces the Development Plan led system and, does not change the statutory status of the development plan as the starting point for decision making.
- 6.2 The NPPF must be considered in the preparation of local and neighbourhood plans and, is a material consideration in planning decisions. It should be noted that the NPPF requires local planning authorities to apply the presumption in favour of sustainable development when assessing and determining development proposals.

LOCAL PLANNING POLICIES

- 6.3 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning decisions to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan for Portsmouth consists of The Portsmouth Plan (Core Strategy) 2012 and the Portsmouth City Local Plan 2006.
- 6.4 We will also need to be cognisant of the National Planning Policy Framework (2019) and Portsmouth Supplementary Planning Documents, such as Air Quality and Pollution (2006) and Reducing Crime Through Design (2006).
- 6.5 The Core Strategy Proposals Map confirms that the site does not have any particular designations, except that the site is subject to a site-specific policy (discussed later in this report). The playing field to the immediate west is designated Open Space.



PROPOSALS WAP LATRACT WITH DEVELOPINENT SHE WARRED WITH RED SH

6.6 The relevant policies in which this scheme will be assessed against are detailed below.

The Portsmouth Plan (Core Strategy) 2012

- Objective 6: To encourage and enable healthy choices for all and provide appropriate access to health care and support
- Policy PCS12 Flood Risk
- Policy PCS13 A Greener Portsmouth
- PCS14 A Healthy City
- PCS15 Sustainable Design and Construction

- PCS16 Infrastructure and community benefit
- PCS17 Transport
- PCS23 Design and Conservation

Portsmouth City Local Plan (2006)

- CM6: Queen Alexandra Hospital
- DC21: Contaminated Land

7.0 PLANNING ASSESSMENT

- 7.1 The main planning matters are considered to be:
 - PRINCIPLE OF DEVELOPMENT
 - TRANSPORT
 - DESIGN
 - LANDSCAPING/TREES
 - FLOODING/DRAINAGE
 - RESIDENTIAL AMENITY
 - AIR QUALITY
 - SUSTAINABILITY
 - CONTAMINATION
 - CONSTRUCTION
 - CONSULTATION
- 7.2 Where we are quoting planning officer advice provided in pre-application discussions, this is quoted in *grey boxes in italics*.

PRINCIPLE OF DEVELOPMENT

- 7.3 At a national and local level, planning policy supports the enhancement and maintenance of hospitals. A hospital is defined as a community facility for the purpose of the NPPF definitions. A core principle of the NPPF is to promote healthy and safe communities. Paragraph 20c of the NPPF states "Strategic policies should set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision... community facilities (such as health, education and cultural infrastructure)."
- 7.4 Objective 6 of the Core Strategy is "to encourage and enable healthy choices for all and provide appropriate access to health care and support". Policy PCS14 states in part that the Council will be "supporting appropriate proposals for new or improvements to existing health care facilities."
- 7.5 Additionally, Policy CMS6 of the Portsmouth Plan is still an adopted policy. It states that "Development proposals within the Queen Alexandra Hospital boundary, as defined on the Proposals Map, will be permitted provided that:
 - *i.* they contribute to the long-term strategy to consolidate its status as a sub-regional hospital;
 - *ii. they are compatible in scale and form to the existing hospital complex;*
 - *iii.* the surrounding highway network, improved where necessary, can accommodate any additional traffic generation; and
 - *iv.* they are supported by a travel plan (policy DC29) or are specifically designed to reduce the need to travel by car."
- 7.6 The principle of delivering a new multi-storey car park should also be considered in the context of policies PCS14 and CMS6. As the existing site is an existing car park for the hospital, and the proposed development is an extended multi-storey car park for the hospital, the principle of enhanced parking facilities is also supported in terms of policy PCS14. A further discussion on highways and parking is provided in the Highways subsection within this report below.
- 7.7 The principle of delivering a new and enhanced hospital facilities is encouraged at all tiers of policy.

TRANSPORT

- 7.8 Policy PCS17 of the Core Strategy states that "The council will work with its partners to deliver a strategy that will reduce the need to travel and provide a sustainable and integrated transport network, which will include (relevant bullet points listed):
 - Encouraging development in areas around public transport hubs and along corridors where there is good access not only to public transport but also to goods and services. Locating development where there is the potential to improve accessibility for all through walking, cycling and by public transport;
 - Implementing highway improvements associated with the strategic sites;
 - Promoting walking and cycling and improved integration with other modes;
 - Requiring travel plans from major new residential, business and retail development and schools; and
 - Parking standards for new development are set out in a Supplementary Planning Document and Appendix 9 of the Local Plan."
- 7.9 Similarly, policy PCS23 states in part that "*Car parking and cycle storage should be secure, well designed, integral to the scheme and convenient to users.*"
- 7.10 Policy PCS17 alludes to parking standards within the Local Plan. As a bus service is within five minute walk of the site, it would be regarded as having "medium accessibility". Nevertheless, there is no parking standard applicable to hospital developments. It states that "All new health establishments or major expansions may require a Transport Assessment and a Company Travel Plan (see Table C). Based on these, the car parking maximum value will be determined for that site."
- 7.11 The hospital is well connected by public transport and will continue to be post development. Providing additional retail and other ancillary services on site will provide more facilities within the hospital which will prevent visitors and staff from having to leave the hospital site unnecessarily by car.
- 7.12 Formal pre-application advice in respect of highways was as follows: It is noted that if the new ward block were to be permitted, this would remove 121 of the existing surface spaces on the southern side of the car park. The Transport Statement will need to consider the two schemes together. It is understood that some electric vehicle charging spaces would be included within the new car park, which would be encouraged.

The meeting held on 10th November included discussions with the Council's Highway Engineer. Some of the points noted during this discussion were as follows:

- Query as to whether the adjacent new ward block would generate increased parking demand.
- Further justification needed for the additional parking provision as an oversupply could discourage wider aims of encouraging sustainable travel.
- Further information needed in relation to other future development proposals and if the new car park is intended to facilitate these. If so, there may be a need to consider additional vehicle movements.
- Application would need to be accompanied by parking surveys to demonstrate existing problems with public parking.

It is understood that work is being undertaken to consider and address the above points in liaison with the Council's Highway Engineer, for inclusion within an application submission.

7.13 After a specific highways pre-application meeting, the following advice was received: To summarise from the meeting, following review of the timeline of works, the Highway Engineer is no longer significantly concerned about the potential for an oversupply of parking overall, noting that this is only likely to be for a 5-6 month period between completion of the MSCP and commencement of the ED expansion. However, you confirmed that the intention would be to change the distribution of parking on site overall, resulting in an increase in patient parking numbers in comparison to existing.

From a planning point of view we would require a very strong justification to place a cap / maximum on the level of patient parking (or staff parking), i.e. we would need convincing evidence that a level beyond that cap would result in harm to the local highway network. At this stage, we are reluctant to suggest the cap as a formal solution but it is something that can be reviewed in light of the information presented with the applications.

We would suggest putting your case across within the Transport Assessment as per discussions yesterday, noting the current position with 'minimum' patient parking numbers, and explaining the justification for increasing patient parking whilst reducing overall levels of staff parking. This should really include a model of what the actual impact would be of the increased level of patient parking on the local road network. Please let me know if this is feasible to carry out or if it causes any significant concerns. As we discussed yesterday, I am happy to accept submission of the application with the Transport information to follow, provided the timeframe was not too long. We would also want to understand measures that would be included in a Travel Plan to generally reduce car movements to the site overall.

Ultimately the issue of parking provision will be balanced against all other material planning considerations for the scheme.

- 7.14 In light of the above advice, it was made clear that detailed transport arguments would need to be provided to justify the development. Transport consultants Mode Consulting have been appointed by the hospital to develop a hospital-wide Transport Strategy which provides a transport assessment in light of the various capital projects planned for the site. In addition, they have prepared a Transport Assessment which provides a commentary of the transport impacts of the new MSCP and new Emergency Dept development (an impending outline planning application). This report concludes that:
 - The development proposals will inherit the existing high quality sustainable travel connections already available at the QAH site;
 - The proposed site plans of both the proposed MSCP and ED have been prepared to suitably integrate within the existing QAH site, including demonstrating suitable means of access for all travel modes, service vehicles and emergency vehicles;
 - The MSCP and ED proposals will realise a new total on-site parking provision of 2,114, whilst allocating up to 1,048 of these spaces to the public and 1,066 to staff, with this quantum of public parking being both in excess of the minimum required by the S106 whilst being considerably less than the 2,236 public spaces permitted by the S106 (which the Trust could allocate at any time)
 - The total car parking provision and the allocation between the public and staff will vary over time as part of the various project stages up to completion of both the MSCP and ED (including during the related Modular Ward construction which is already permitted);
 - Notwithstanding the S106, which allows an increase in public parking provision at the QAH under existing permitted development, in practical terms, the net increase of 247 public car parking spaces (in combination with a reduction of staff parking and demand already established as part of the consented Modular Ward) will not be expected to induce any significant degree of net traffic generation or to the extent of representing an impact on the surrounding highway network. Moreover, there is forecast to be a reduction in trips over the day as-a-whole, and no significant impact during the AM and PM peaks.

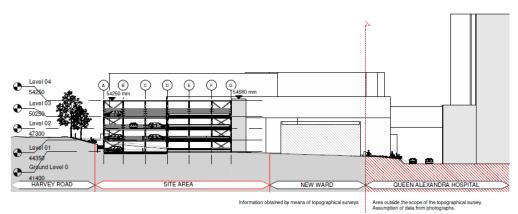
- 7.15 The Transport Assessment inclusive of the above conclusions, has provided evidence to demonstrate that the proposed MSCP and ED can be suitably implemented in transport terms and without any adverse impact on the site or surrounding area. In which case, it is recommended the respective planning applications be viewed positively from a transport standpoint.
- 7.16 Cycle parking should also be considered on its own merits, in accordance with parking standards. There is already a total of 200 cycle parking spaces provided across the site, used by both staff and visitors. This proposal does not seek to expand the existing provision of cycle parking, given the substantial provision already in place.
- 7.17 This is not a new healthcare establishment or major expansion, however the expansion in car parking should still be considered in the context of the hospital function. With employment of over 7,000 people and serving 675,000 people in Portsmouth and South-East Hampshire, such an expansion and enhancement in parking to support substantial demands is considered reasonable and necessary and in compliance with Policy PCS17.

DESIGN

7.18 The NPPF emphasises that "planning policies and decisions should promote the effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions". The Portsmouth Core Strategy Policy PCS23 states that the Council will seek (in part) "Excellent architectural quality in new buildings and changes to existing buildings, Delight and innovation and Appropriate scale, density, layout, appearance and materials in relation to the particular context."

Scale/Height

- 7.19 Formal pre-application advice was as follow: In terms of scale, whilst the car park would be a large structure, it is not considered that it would appear out of keeping in the context of the wider hospital site, which is characterised by a variety of large scale buildings of varying height.
- 7.20 We welcome this view that the scale and height of the development is appropriate to its setting. To further demonstrate this point, we have prepared existing and proposed site sections to show the MSCP in its wider context.



PROPOSED SITE SECTION

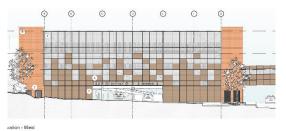
Appearance

7.21 Formal pre-application advice was as follows:

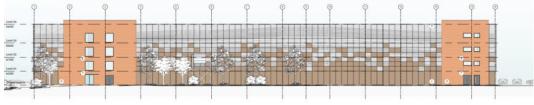
The intention is for the south and west elevations to be the principal elevations to incorporate more solid cladding, with the north and east elevations providing more ventilation with less cladding. The

south and west elevations would be the most visually prominent from public viewpoints within the site and for nearest neighbours and this design approach is considered appropriate in principle. A more solid elevation on these sides would also help to alleviate noise impacts on the adjacent proposed ward block and residents. The type and colour of cladding to be used (including on the stair cores), should seek to respect or complement the appearance of the surrounding hospital buildings and careful consideration would need to be given to the quality and longevity of the materials.

7.22 The applicant is aware that a MSCP can often have a utilitarian appearance, however this can be mitigated for with the attachment of cladding materials to relate to surrounding hospital buildings. A mix of aluminium and wood like cladding options are proposed to the car park, with terracotta cladding for the cores. These materials and colour pick up the materiality and colour schemes complement the aesthetic of the hospital characteristics. These cladding proposals ensures compliance with Policy PCS23.



WEST ELEVATION



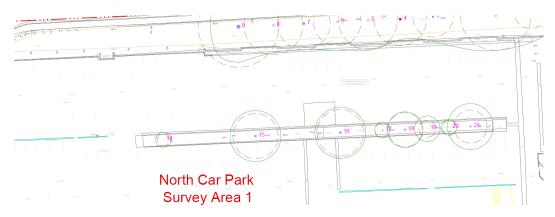
SOUTH ELEVATION

LANDSCAPING/TREES

- 7.23 Policy PCS14 (A Greener Portsmouth) seeks to enhance Portsmouth's green infrastructure. The supporting text for this policy states "Conditions will be used to protect trees on development sites. Should the removal of one or more protected trees be permitted as part of a development, a condition will be imposed requiring at least the equivalent number of new trees be planted on the site."
- 7.24 Formal pre-application advice was as follows:

The development would result in the loss of some existing trees within the car park. An application would need to be supported by an Arboricultural survey, impact assessment and protection plan, including details of replacement trees. The Council's Landscape Architect has commented that existing trees on site appear to be struggling, and consideration should therefore be given to ground conditions (including soil and crate systems), scale of the new trees and diversity of species. The Council's Arboricultural Officer has raised no concerns with the proposed development, subject to replacement tree planting.

7.25 There are some young trees within the car park delivered as part of the 2006 major redevelopment of the hospital. These trees are not subject to Tree Peservation Orders and have limited amenity value beyond their immediate setting. 8no trees (T14-T21) occuping a central strip of land need to be removed to allow this development. An Arboricultural Survey has assessed these trees as a mix of B, C and U with no Grade A trees proposed.



TREES IN CENTRAL STRIP TO BE REMOVED

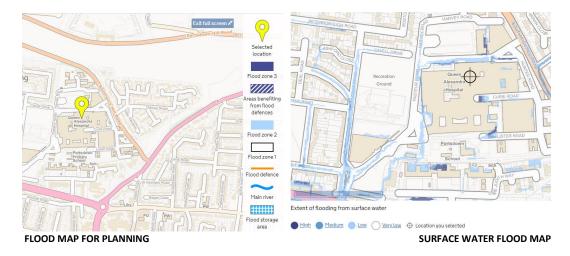
7.26 All other trees will be protected and retained. To compensate for the tree loss, a landscape plan accompanies this planning application where new tree planting is shown around the boundary of the MSCP (north and south).



7.27 In addition, the hospital Trust have their own Biodiversity Strategy which will more than likely involve a higher provision of replaement planting. This ensures that the intentions of Policy PCS14 are complied with.

FLOODING/DRAINAGE

- 7.28 Policy PCS12 (Flood Risk) of the Core Strategy states that it will control flood risk by "Permitting new developments only where the necessary surface water drainage, foul drainage and sewage treatment capacity is available, or where additional capacity will be provided in time to serve any individual phase of the development without unacceptably reducing the level of service to existing users, or causing harm to the environment; and Requiring surface water to be separated within the site and the post development rate of discharge of both surface and foul water to the combined system should be no greater than the existing rate."
- 7.29 Formal pre-application advice was The site is in Flood Zone 1, meaning that is not at risk of flooding generally. There is also no risk of surface water flooding at the car park.



- 7.30 A Flood Risk Assessment has been prepared to accompany this planning application. This report concludes that the site has a very low risk of flooding. All other sources of flooding have been investigated and show there to be either no or minimal risk of flooding.
- 7.31 Sustainable drainage is a very important aspect which will need to be addressed. Formal preapplication advice was as follows: A drainage strategy would be required with an application. The current drainage outlet for the car park would need to be determined as it may form part of the drainage solution for the development. A Groundwater Investigation should be undertaken to determine if infiltration is possible. If not, then an assessment of the impermeable area change (if any) should be undertaken, which will determine the level of storage volume required.
- 7.32 A Sustainable Drainage Strategy accompanies the planning submission. As the site is 100% brownfield currently, the proposed drainage strategy confirms that drainage measures ensure that no property is at risk of flooding as a result of this development. This ensures compliance with PCS12.

RESIDENTIAL AMENITY

- 7.33 Policy PCS23 states in part that the following will be sought in new development: "Protection of amenity and the provision of a good standard of living environment for neighbouring and local occupiers as well as future residents and users of the development."
- 7.34 The multi-storey car park is located near residential properties with the back gardens of semidetached houses on Boston Road located on the western side of Harvey Road. The MSCP would be four-storey, however as the western side of Harvey Road is lined with mature trees planted as part of the 2006 outline planning permission, this development will not be visible from these properties.
- 7.35 To address other concerns regarding residential amenity, a noise impact assessment and lighting strategy accompanies the planning submission. The lighting strategy shows locations and specifications of lighting to demonstrate that no glare or lighting will cause disturbance. The noise report recommends effective noise barriers on the outside of the MSCP at upper levels, a feature which has been incorporated into the design.



7.36 Therefore, there will be no impact to neighbouring amenity, in compliance with policy PCS23.

AIR QUALITY

- 7.37 The Portsmouth Air Quality and Air Pollution SPD gives advice on how aur quality will influence planning decisions.
- 7.38 The potential impact of the proposed development in terms of air quality is also a concern which needs to be addressed within the planning application. An Air Quality Assessment has been commissioned, with detailed recordings having taken place during January 2021. The results of these recordings have been delayed due to Covid-19 however once they are received, we will issue the full report to the LPA for consideration.

SUSTAINABILITY Carbon Reduction

- 7.39 Policy PCS15 of the Core Strategy states that "Non-domestic development must also use LZC energy technologies to reduce the total carbon emissions from the development by 10% as part of the selection of measures to meet the overall BREEAM level."
- 7.40 The multi-storey car park will not be fully enclosed at each floor, therefore would arguably not be considered other as delivering internal floorspace and impossible to achieve air tightness. Therefore, the development would not be of a scale which should contain LZC energy technologies.

BREEAM

- 7.41 Policy PCS15 of the Core Strategy states that "An 'outstanding' design according to the Building Research Establishment's Environmental Assessment Method (BREEAM) will be encouraged wherever possible in non-residential developments. However, all non-domestic development with a net increase in floorspace of more than 500sqm should contribute to addressing climate change in Portsmouth and, unless otherwise agreed with the city council, must achieve at least the following: 2016 onwards – Excellent"
- 7.42 The multi-storey car park delivers only a no amount of fully enclosed internal floorspace, so does not qualify for BREEAM certification. Additionally, car parks are not covered by BREEAM Certification.

CONTAMINATION

- 7.43 Policy DC21 of the Local Plan states that "Permission will only be granted for development on or near contaminated land where appropriate and sufficient measures can be taken to deal with the contamination. Such measures must address the long term safety of the development, including the future management of the site."
- 7.44 A Phase 1 Desk Study has been commissioned and risk assessment carried out. It concluded that while some risks were identified, the risk levels were low, and that further investigation is not necessary given the nature and use of the proposed development as a car park.

CONSTRUCTION

- 7.45 Policy PCS17 and PCS23 of the Portsmouth Plan are in place to minimise disruption to the operation of the hospital site and the amenities of surrounding occupiers and in the interests of safe operation of the surrounding highway network during the construction of the development.
- 7.46 In order to address this matter up front as part of the planning application, a Construction Phase Plan has been prepared by the applicant to demonstrate the safe construction procedures and practices which will be in place during the construction phase of development.

CONSULTATION

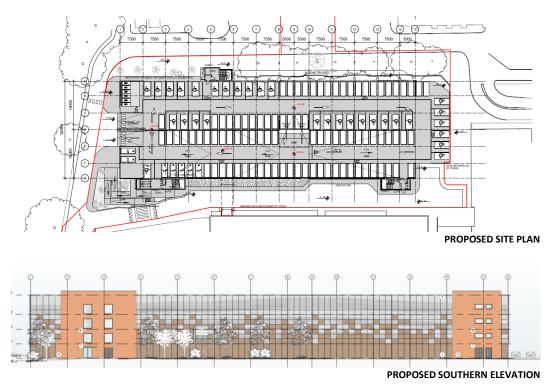
7.47 As a key element of social infrastructure in the locality, the applicant has always found it important to keep neighbours and key stakeholders updated of the capital projects planned. A Statement of Community Involvement accompanies this submission and a letter drop informing immediate neighbours of the development proposals will be circulated prior to the submission of this application.

8.0 SUMMARY AND CONCLUSIONS

8.1 Full planning permission is sought from Portsmouth City Council in respect of the following development at Queen Alexandra Hospital Portsmouth:

"Construction of four storey multi-storey car park with elevated link bridge for benefit of hospital and associated landscaping."

- 8.2 This application follows detailed and constructive pre-application discussions held between the application and the Local Planning Authority (LPA) in late 2020 and early 2021. These positive discussions have helped develop the scheme for which planning permission is now sought.
- 8.3 The areas of works relate to an existing surface car park located to the north of the main hospital building. This car park contains 294 parking spaces available to the public.
- 8.4 Planning permission was granted by the LPA for the erection of a new detached ward block in a southern portion of this car park in December 2020, and works are set to commence imminently. This reduces the number of parking spaces publicly available in the north car park from 294 to 195 (during construction) and 173 (once completed). To accommodate this shortfall, the applicant has agreed to reorganise staff/public parking provision at the hospital site.
- 8.5 This planning application seeks to optimise development potential for the remainder of the north car park site; accordingly, a four-storey multi-storey car park (MSCP) is proposed to provide additional car parking space for the many visitors to the hospital and to compensate for parking spaces lost through other developments taking place at the site. This will increase the public parking provision at the north car park from 294 spaces to 541 car parking spaces.



8.6 After carrying out a full assessment of these proposals against the policies within the Development Plan, this proposal is considered fully compliant and should be granted planning permission.

APPENDIX ONE

PRE-APPLICATION MINUTES AND ADVICE NOTE NOVEMBER 2020



Planning and Economic Growth

Civic Offices Guildhall Square Portsmouth PO1 2AU

Phone: 023 9243 7986

Our Ref: 20/01213/PAPA05 Your Ref:

19 November 2020

Dear Brian

Brian Kavanagh One Brewery Wharf

Waterloo Street

Leeds LS10 1GX

North Car Park, Queen Alexandra Hospital, Southwick Hill Road, Portsmouth, PO6 3LY - Construction of four storey multi-storey car park for benefit of hospital, ref. 20/01213/PAPA05

I am writing to provide you with pre-application advice in relation to the above proposal. The advice is informed by the submitted information and a meeting held on 10 November 2020.

Site and proposal

The proposal relates to part of the North Car Park, located on the northern side of the Queen Alexandra Hospital site. The car park is accessed via Harvey Road to the west. There are no specific environmental or policy constraints associated with the site, although there is the potential for ground contamination to exist. The nearest residential properties are located on Boston Road and Peterborough Road to the west. The area slopes up from south to north, with level terraces cut into the wider landform. The proposed multi-storey car park would sit on an existing terrace.

The proposal is for the construction of a 4-level multi-storey car park. The car park would measure up to 8.5m in height to the top level and 12.5m to the top of the stair cores. The proposal forms part of a wider strategy for development of the hospital site, which includes a proposed new ward block on the southern part of the North Car Park (application ref. 20/01256/FUL). There would be a linking element between the first level of the multi-storey car park and the adjacent proposed ward block.

The proposed car park would provide additional parking capacity within the hospital, predominantly to meet the needs of visitors. It is part of a wider strategy for development of the hospital site and is considered acceptable in principle.

Design - The submitted plans provide details of the scale and form of the car park rather than detailed design, but some precedent images have been provided to show the type of cladding that could be used to add interest and colour to the structure. In terms of scale, whilst the car park would be a large structure, it is not considered that it would appear out of keeping in the context of the wider hospital site, which is

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characterised by a variety of large scale buildings of varying height. The intention is for the south and west elevations to be the principal elevations to incorporate more solid cladding, with the north and east elevations providing more ventilation with less cladding. The south and west elevations would be the most visually prominent from public viewpoints within the site and for nearest neighbours and this design approach is considered appropriate in principle. A more solid elevation on these sides would also help to alleviate noise impacts on the adjacent proposed ward block and residents. The type and colour of cladding to be used (including on the stair cores), should seek to respect or complement the appearance of the surrounding hospital buildings and careful consideration would need to be given to the quality and longevity of the materials. The structure should also incorporate measures to enhance energy efficiency, to accord with Policy PCS15 of the Portsmouth Plan.

Residential amenity - There would be a separation distance of approximately 30m from the west elevation of the new car park and the nearest residential properties to the west. Due to the height of the structure, there could be the potential for some overshadowing of these properties at certain times of the year and this impact should be assessed as part of the application submission. Shadow diagrams would assist with this. There would also be the potential for increased noise, along with potential glare from lights within the structure and from the cars using the facility, and these matters would also need to be fully assessed.

Parking and transport impact - The existing and proposed parking provision can be summarised as follows:

- Existing North Car Park (whole) = 300 spaces (including 31 blue badge and 6 motorcycle)
- Proposed multi-storey (north side of car park) = 545 spaces
- Increase = 245 spaces

It is noted that if the new ward block were to be permitted, this would remove 121 of the existing surface spaces on the southern side of the car park. The Transport Statement will need to consider the two schemes together. It is understood that some electric vehicle charging spaces would be included within the new car park, which would be encouraged.

The meeting held on 10th November included discussions with the Council's Highway Engineer. Some of the points noted during this discussion were as follows:

- Query as to whether the adjacent new ward block would generate increased parking demand.
- Further justification needed for the additional parking provision as an oversupply could discourage wider aims of encouraging sustainable travel.
- Further information needed in relation to other future development proposals and if the new car park is intended to facilitate these. If so, there may be a need to consider additional vehicle movements.
- Application would need to be accompanied by parking surveys to demonstrate existing problems with public parking.

It is understood that work is being undertaken to consider and address the above points in liaison with the Council's Highway Engineer, for inclusion within an application submission.

Landscaping and trees - The development would result in the loss of some existing trees within the car park. An application would need to be supported by an Arboricultural survey, impact assessment and protection plan, including details of replacement trees. The Council's Landscape Architect has commented that existing trees on site appear to be struggling, and consideration should therefore be given to ground conditions (including soil and crate systems), scale of the new trees and diversity of species. The Council's Arboricultural Officer has raised no concerns with the proposed development, subject to replacement tree planting.

In accordance with Policy PCS13 of the Portsmouth Plan, development should where possible contribute to a net gain in biodiversity. Additional planting to the bank at the rear of the car park would be encouraged, which could include terracing and wildflower grass. The Landscape Architect has also suggested that consideration be given to the use of green walls, although from the discussions at the meeting, it is understood that this option may not be technically or financially feasible. If a green wall is not possible, alternative solutions for 'greening' and softening the appearance of the development would need to be considered. For example, planting to the front of the structure rather than on the structure itself. The car park could also incorporate bird and bat boxes.

Drainage - A drainage strategy would be required with an application. The current drainage outlet for the car park would need to be determined as it may form part of the drainage solution for the development. A Groundwater Investigation should be undertaken to determine if infiltration is possible. If not, then an assessment of the impermeable area change (if any) should be undertaken, which will determine the level of storage volume required.

Noise - The Environmental Health Officer has queried whether the southern façade of the car park should be enclosed to minimise noise on the adjacent ward block and it was confirmed at the meeting that there is an intention to make this elevation more solid. The application should be accompanied by a Noise Report to assess the impact on the new ward block and nearby residential properties.

Air Quality - An application would need to be supported by an Air Quality Assessment to assess the air quality impact of additional vehicle movements, particularly in relation to the proposed new ward block to the south of the car park.

Contaminated land - The Council holds records regarding the history of the site and the likely presence of continuation. A copy of an email received from the Contaminated Land Team and a summary of the historic records is enclosed with this letter. The planning application should be supported by a Phase 1 Desk Top Study.

Reports to submit with an application:

- · Design and Access Statement
- Planning Statement
- Transport Statement
- Tree Survey, Protection Plan and Impact Assessment
- Lighting strategy
- Drainage strategy
- Noise Impact Assessment
- Air Quality Assessment
- Construction Environmental Management Plan
- Statement of Community Involvement (it would be advised to liaise with the same neighbouring residents that were consulted on the proposed ward block)

I trust this information is of assistance. Please accept these comments without prejudice to any future decision of the Local Planning Authority on any formal application.

Yours sincerely

p

Rebecca Altman Principal Planning Officer

QUEEN ALEXANDRA HOSPITAL, PORTSMOUTH [1018]

NT7

Meeting:

10th November 2020; 3:45pm @ Microsoft Teams

Presen	t:	
[BK]	Brian Kavanagh	Nicholas Taylor + Associates (planning consultant/agent)
[CB]	Chris Benson	Noviniti (developer)
[CH]	Chris Holdup	Mode (transport)
[VV]	Vaina Vaso	Stripe (design manager)
[RS]	Russell Simmons	BN Parking (main contractor)
[AH]	Amy Hutchinson	Portsmouth Hospitals University NHS Trust (Project Manager)
[TM]	Trevor Mose	Portsmouth Hospitals University NHS Trust (Head of Property and Capital Development)
[SA]	Scott Adams	Portsmouth Hospitals University NHS Trust (Commercial Director
[MN]	Mark Neal	Portsmouth Hospitals University NHS Trust (Director of Estates)
[RA]	Rebecca Altman	Portsmouth City Council (Planning Officer)
[SS]	Summer Sharpe	Portsmouth City Council (Planning Officer)
[PH]	Peter Hayward	Portsmouth City Council (Highways Officer)
Apolog	jies:	
[MO]	Marc Orchard	Portsmouth Hospitals University NHS Trust (Chief Financial Office

AGENDA

1.	INTRODUCTIONS	ALL
2.	SITE LOCATION AND CONTEXT a. BK provided a background to the proposals and site context.	вк

b. SA then provided how this project provides a wider background to the hospital's plans and how Mode are providing a wider Transport Strategy for the Hospital.

3. PROPOSED DEVELOPMENT

RS/VV

- a. BK then provided a brief outline of the proposed development.
- b. VV then elaborated on some parts of the development proposals. The building can be clad with a variety of options, which we are keen to discuss with the LPA which elevations will be considered primary, and which will be secondary. The Primary Elevations being those to the West & South and the Secondary Elevations being those to the North & East.

4. POLICY COMPLIANCE Highways

BK/ALL

a. PH wanted a firstly discuss Highways as this is a primary issue. He will require more information before he could support the application. What is the reason for more customer parking?

- b. CB advised that this slight increase will alleviate the loss of parking caused by the Ward development in order to meet existing demand, but will also go some way to support any future developments, such as a planned Emergency Dept redevelopment.
- c. BK also advised that the original major application granted permission for 2,384 parking spaces, when only 2,253 have been implement, demonstrating a shortfall of 131.
- d. PH stated that a provision of 131 spaces could be accommodated, but this provision of 245 spaces would be too much if there is no need for this.
- e. PH stated that the Ward extension indicates that there is sufficient capacity for customer parking, therefore why is an application for increased parking proposed.
- f. He is uncomfortable with the proposals relying on future development accommodation and would recommend that we do not rely on this as part of our Transport explanation.
- g. CH advised that this development would improve accessibility, reduce congestion, and better accommodate peak demand.
- PH advised that we may need parking surveys or reduce parking to encourage other modes of parking.
- PH advised we may need to look at how supressed demand plays a part in the overall parking on site and how this could result in more trips to site.
- Other matters such as disabled parking numbers and access acceptable.
- k. CH and PH to have offline discussion to outline parking strategy.
- I. Electric parking provision is encouraged, but there is no policy requirement.

Principle

a. Officers are accepting of the development in principle terms.

Design/Scale

- a. The scale/height of development is acceptable. Comments on design are limited in the absence of cladding options. It is agreed that the south and west elevations are the primary elevations (from a visual perspective).
- b. The southern end may need to be enclosed, as it may have noise implications for ward building (Acoustic Report to be provided as part of planning application).
- c. BN/Stripe to provide precedent MSCP images to RA post meeting.
- d. RA advised comments had been received from Environmental Health with concerns of pollution (emissions, noise, light etc...) with respect of proximity to the new ward building. A statement should be made in respect of this in the main application and further formal advice will be provided by RA.

Neighbouring Amenity

- a. If no increase in traffic, then there is likely to be no neighbouring amenity impact. However, this should be confirmed before speaking with residents.
- b. RA advised that the development is unlikely to cause overbearing impact.
- c. LPA advise that we speak with these residents to get feedback prior to submitting an application.
- d. RA also advised that we provide a site lighting plan which shows Lux levels of proposed lighting.

Landscaping/Trees

- Expectation for tree planting is 1:1, however RA acknowledges that the Hospital has a wider Landscaping/Green Infrastructure policy.
- b. Tree protection will be required (by condition if not up front)

- c. Greening will be encouraged.
- d. Green wall asked to be explored; CB agreed to this, however cost and maintenance may be a concern. VV also advised that this will be difficult for building regulation purposes.
- e. BK queried need for Ecology Report, as it was omitted for the Ward application. RA to query it and advise us. We can provide enhancements to the building without the need for a PEA and recommendations.
- RA also advised that we speak with Helen Bergen (Landscape Architect for PCC) to discuss the scheme.

Drainage

- a. Site specific Flood Risk Assessment not required.
- b. Drainage Strategy required. RA advised that we look at the Ward application, where the advice was to provide a less expensive solution.

Sustainability

- a. BK advised that BREEAM cannot be achieved for a car park. RA advised that this is likely to be acceptable if it is explained in the body of the Planning Statement.
- b. If any other sustainable methods can be outlined within the body of the Planning Statement, this is likely to be acceptable.
- c. BK also queried the need for 10% LZC energy provision. As it is a MSCP, there is no heating, the only energy requirement will be lighting which will be LED.

Contamination

a. BK advised that the contamination reports for the Ward extension came up with no issues, so could we omit this report? CB advised that this report will be provided as part of the application, nonetheless.

Planning application requirements

- a. RA stated that she will provide a list as part of the pre-app advice.
- b. A site section crossing through the rehab building and the steam gantry will be required.
- c. She will get clarity on an Ecology Report.
- d. Acoustic Report, Air Quality Report to be required.
- e. RA to issue advice by 20th November to allow Trust to approve next Phase of development. If highways are resolved, then this will form part of the written advice.

Pre-commencement conditions

- RA is happy to advise on providing this up front as part of advice. Likely to be tree
 protection, drainage, construction and contamination. If provided up front, condition
 will fall away.
- b. Materials condition (if applied) would be above ground floor slab.

APPENDIX TWO

HIGHWAYS PRE-APP NOTES AND EMAIL JANUARY 2020

QUEEN ALEXANDRA HOSPITAL, PORTSMOUTH [1018]

11

Meeting:

28th January 2021; 10:30am @ Microsoft Teams

Presen	t:	
[BK]	Brian Kavanagh	Nicholas Taylor + Associates (planning consultant/agent)
[CH]	Chris Holdup	Mode (transport)
[MM]	Mervyn MacFarland	Turley (planning consultant/agent for ED scheme)
[TM]	Trevor Mose	Portsmouth Hospitals University NHS Trust (Head of Property and Capital Development)
[RA]	Rebecca Altman	Portsmouth City Council (Planning Officer)
[PH]	Peter Hayward	Portsmouth City Council (Highways Officer)

Apologies:

CONSULTATION

RA advised to do it as soon as possible. Trevor to agree wording with Trust by 29/1/21

HIGHWAYS/PARKING

PH opened by stating that he is likely to object. Planners have made it clear however that they are the decision makers and PH provides consultee comments.

PH stated that is there is a significant uplift in parking, then lots of assessments would be required, and this would not be a good spend of NHS money. RA – Asked what is significant? PH – anything more than 6 months will be noticeable.

CH - presented image and discussed it.

PH – PH indicated that there was no concern with the short time of plenty period of parking. His main concern was the increase in public parking provision in total, not peak in overall. It would release suppressed demand which is resisted.

PH wants to keep public parking as is now. New ED has no new demand to justify increase in public parking (there are no additional emergencies occurring). Staff parking once per shift. Public has higher movements.

Initially PH stated that if there is a public increase in parking, this would require an assessment of supressed demand. 2 options 1 do assessment 2 don't bring increased public parking.

PH went on to say that his voice is alone and could still be overruled by the planning dept.

CH - compliance with 106 is still occurring even after changes to parking levels. Is that not relevant (min/max)?

PH stated that he was not involved at that point.

After a discussion around the 106, PH then presented a potential resolution -The public numbers are only controlled by a minimum number currently, if we took an extreme view, the hospital could increase public provision tomorrow with no planning control. – could argument be presented that way? That way our application would be seen as a planning gain. He would then add a condition for max public parking numbers to introduce some control for the hospital site.

This would be presented positively by PH.

TM indicated that he could potentially get acceptance of this approach from his colleagues.

TA can follow a week after the planning submission to not delay validation).

PH stated that tables and charts have been very helpful and should be included in arguments.

CIL

Agreement a few weeks away. Modify letter Chief Exec wants to send. That would help justify internal discussions at Portsmouth.

ED EXTENSION

MM provided an update to RA with regard consultation and outline planning application designs.

From: Altman, Rebecca
Sent: 29 January 2021 09:33
To: Mose Trevor - Head of Property and Capital Development
Cc: peter.hayward Turner, Simon
Subject: QA Parking matters - ED expansion and multi-storey car park

Dear Trevor

Further to the meeting yesterday regarding parking matters, I have discussed the matter further within the planning team.

To summarise from the meeting, following review of the timeline of works, the Highway Engineer is no longer significantly concerned about the potential for an oversupply of parking overall, noting that this is only likely to be for a 5 - 6 month period between completion of the MSCP and commencement of the ED expansion. However, you confirmed that the intention would be to change the distribution of parking on site overall, resulting in an increase in patient parking numbers in comparison to existing.

From a planning point of view we would require a very strong justification to place a cap / maximum on the level of patient parking (or staff parking), i.e. we would need convincing evidence that a level beyond that cap would result in harm to the local highway network. At this stage, we are reluctant to suggest the cap as a formal solution but it is something that can be reviewed in light of the information presented with the applications.

We would suggest putting your case across within the Transport Assessment as per discussions yesterday, noting the current position with 'minimum' patient parking numbers, and explaining the justification for increasing patient parking whilst reducing overall levels of staff parking. This should really include a model of what the actual impact would be of the increased level of patient parking on the local road network. Please let me know if this is feasible to carry out or if it causes any significant concerns. As we discussed yesterday, I am happy to accept submission of the application with the Transport information to follow, provided the timeframe was not too long. We would also want to understand measures that would be included in a Travel Plan to generally reduce car movements to the site overall.

Ultimately the issue of parking provision will be balanced against all other material planning considerations for the scheme.

I hope this is of some assistance. Please accept these comments without prejudice to any future decision of the Local Planning.

Kind regards,

Rebecca Altman Principal Planning Officer